



## CITY OF LODI

## COUNCIL COMMUNICATION

AGENDA TITLE: Turner Road - Lodi Lake Park Traffic Study

MEETING DATE: March 6, 1991

PREPARED BY: Public Works Director

RECOMMENDED ACTION: That the City Council review the following study and take the appropriate action.

BACKGROUND INFORMATION: The Public Works Department has received a number of complaints over the last year concerning speeding and pedestrian safety on Turner Road in the vicinity of Lodi Lake. Parks Department staff has also complained about difficulty exiting the park. Due to the number of complaints, staff has studied this segment of Turner Road. The following contains recent actions and other information concerning Turner Road at Lodi Lake.

In June of 1990, pedestrian crossing signs and pavement markings were installed adjacent to the crosswalks in front of the park. Although the additional pedestrian safety created by these signs is minimal, they were an immediate interim action until a study could be completed. Because the park facilities that generate pedestrian activity are in operation for such a short period of time during the year, special considerations have to be made. The beach area is a major pedestrian generator at the park. It opens on the Memorial Day weekend (end of May) and closes on Labor Day (beginning of September). The daily hours of operation are noon to 6:00 p.m. The only other major pedestrian-generating events are the 4th of July activities and the boat races held on the Sunday before the 4th of July. Pedestrian activity across Turner Road at other times of the year is minimal. The Parks and Recreation Director has informed us that we can expect increased pedestrian activity to the drive-in on the south side of Turner Road due to the closing of the concession stand in the park.

### Existing Conditions

#### ° Accident History

Available accident records indicate that 31 accidents occurred in this segment from 1987 to the present (Exhibit A). One of these accidents involved a pedestrian, although numerous "near misses" have been reported by the owner of the drive-in on the south side of Turner Road. This pedestrian accident occurred on September 2 of 1990. It involved a child almost 3 years old who emerged from between parked cars approximately 270 feet west of Laurel Avenue and was struck by a westbound vehicle. This accident did not occur at a crosswalk and was not speed-related. Of the 31 total accidents occurring in this segment, 18 were

APPROVED: \_\_\_\_\_

THOMAS A. PETERSON  
City Manager



CTURNER3/TXTW.02M (CO.COM)

February 27, 1991

rear-end accidents. Nearly all occurred during daylight hours and 12 of the 18 accidents occurred during the period when the beach area was open. These accidents are generally considered speed-related and are often caused by the inattention of drivers. Distractions caused by the park and the curve in the roadway could be contributing factors. Other accidents occurring in this segment were left-turn and parking maneuvers. Only one accident was a right angle.

° Traffic Volumes/Speed Limits

Traffic counts taken in 1990 indicate that volumes in this area have increased by approximately 20% since 1988. The current two-way volume is 16,300 vehicles per day. Some of this increase may be due to the commercial development on West Turner Road (Woodlake Plaza) and residential development in the Woodbridge area. The existing speed limit of 40 mph was approved in January of 1989 based on an engineering and traffic survey and is radar enforceable. The previous speed limit was 35 mph.

° Pedestrian Activity

Pedestrian movement counts across Turner Road were performed while the beach area was open on Tuesday, July 24, and Saturday, July 28, of 1990. The survey was performed between the hours of 11:30 a.m. and 6:30 p.m. The results of the survey are shown below.

<u>Crosswalk Location</u>	<u>Tues 7/24</u>	<u>Sat 7/28</u>
Lake Entrance	84	94
Lake Exit	<u>77</u>	<u>182</u>
Total Pedestrians	161	276

Alternatives

° Traffic Signal

To provide the maximum safety for pedestrians, a traffic signal across Turner Road at Loma Drive was requested by some citizens. However, the cost of signal installations are high (approximately \$100,000) and there are a number of locations that have a greater need. In addition, Caltrans traffic signal warrants are not satisfied under the existing conditions and the volume split of 94%/6% is inappropriate for four-way stops.

A request was also received for pedestrian activated crossing signals. Staff does not recommend this type of installation due to the high cost and reduced benefit. The cost of this type of installation would not be much less than a traffic signal.

° Speed Reduction

Recent legislation (effective January 1, 1990) amending the California Vehicle Code (Section 22357.1) provides for the decrease of speed limits near children's playgrounds. This section states that local authorities may, by ordinance or resolution, set a prima facie speed limit of 25 miles per hour on any street, other than a State highway, adjacent to any children's playground in a public park, but only during the particular hours or days when children are expected to use the facilities.

The State has not established any standards for signing this reduced speed limit. Variable message signing could be used if the speed limit is not in effect year-round. This type of signing is only visible when the speed limit is in effect and would be controlled by a programmable time clock.

Another alternate would be to sign the street similar to a school zone - "25 mph when children are present". This would require discretion and judgement on the part of both the driver and enforcement personnel. The pedestrian activity is spread out through the day, which differs from a school with specific opening and closing times.

The Police Chief has expressed serious doubt as to the practicality of enforcing a 25 mph speed limit in this area. Based on this and experience on Turner Road and other streets, staff feels a 25 mph limit would not be observed and would be inappropriate.

° Flashing Beacon

A flashing yellow beacon emphasizing the pedestrian crossing signs could be used at this location. Although not applicable here, the warrants for a flashing beacon are satisfied under the "school area pedestrian safety" section of the Caltrans Traffic Manual (Exhibit B). Cost estimates provided by the Utility Department show that overhead installation will cost \$2,500 to \$3,500 and post-mounted installation will cost approximately \$6,000 due to the underground work necessary. The beacon would be controlled by a time clock.

° Adult Crossing Guard

Caltrans warrants for an adult crossing guard at a school crossing are also satisfied. However, due to hours required to provide adequate pedestrian coverage, City staff does not consider this a viable alternative. Also, the Caltrans Traffic Manual indicates that a flashing yellow beacon should not be used if an adult crossing guard is provided.

° No Parking Zone

In order to provide adequate sight distance for drivers exiting the lake, 145 feet of additional "No Parking" is needed on the north side of Turner Road west of the lake exit (Exhibit C). This would remove space for parking approximately 6 to 7 cars. Vehicles have been observed parking in this area primarily during beach use hours. Due to the curve in Turner Road, it is difficult for drivers exiting the lake to see oncoming eastbound vehicles.

° Left Turn Lane

Due to the number of rear-end accidents in this segment, the effect of adding a two-way left turn lane in front of the lake entrance has been studied. A two-way left-turn lane would reduce rear-end accidents and the additional "No Parking" needed to accommodate the additional lane would reduce congestion in the area (Exhibit D). This would remove space for parking approximately 25 cars.

Recommendations

° Speed Limit

While it may seem desirable to reduce the speed limit to 25 mph in front of the park, staff feels it would be an empty gesture and misleading to pedestrians since it will not be observed by drivers and is impractical to enforce.

° No Parking

Staff feels that extending the "No Parking" zone west of the lake exit is necessary to provide adequate sight distance and should be installed regardless if anything else is done.

° Two-Way Left Turn

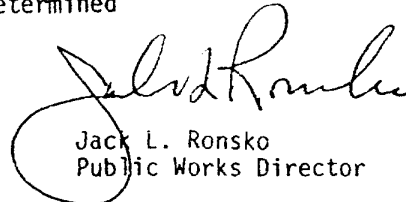
The installation of a two-way left-turn lane is recommended to reduce rear-end accidents and improve visibility at the crosswalks and other driveways in the area. However, the loss of on-street parking may encourage more parking in the neighborhood south of the park. Also, some locations in this area have no sidewalk. Council may wish to require the installation of sidewalk by the property owners in these areas (Exhibit D).

° Flashing Beacon

Staff does not have enough data from other locations in Lodi to make a firm recommendation on the effectiveness of flashing beacons. Since the cost is relatively low, it would be reasonable to install one.

Turner Road  
March 6, 1991  
Page 5

FUNDING: Curb Markings - Street Maintenance Account  
Other Work - To be determined



Jack L. Ronsko  
Public Works Director

Prepared by Richard C. Prima Jr., Assistant City Engineer, and  
Rick Kiriu, Senior Engineering Technician

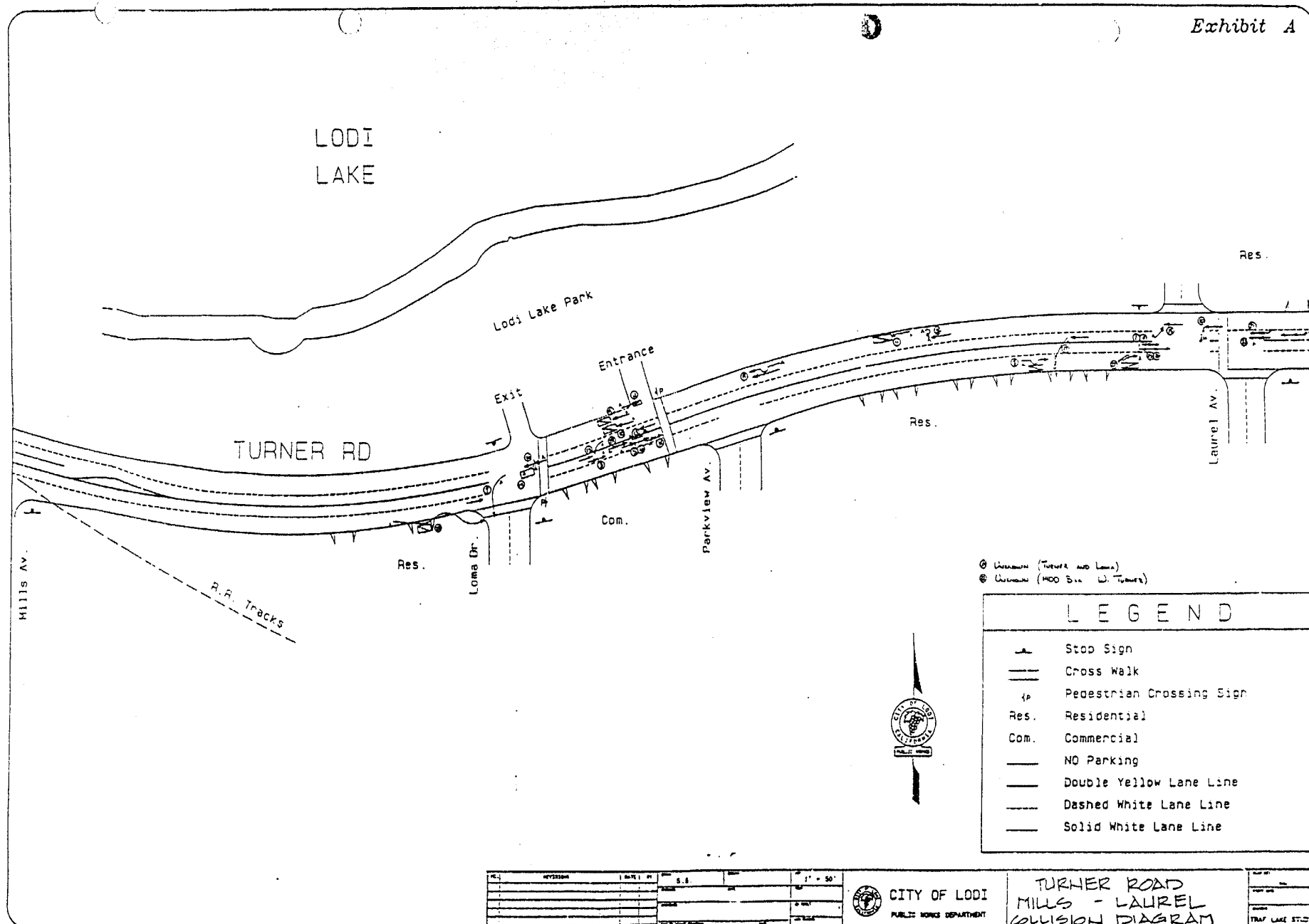
JLR/RSK/mt

Attachments

cc: City Attorney  
Police Chief  
Assistant City Engineer  
Assistant Civil Engineer-Traffic  
Parks and Recreation Director  
Concerned Citizens

CTURNER3/TXTW.02M (CO.COM)

February 27, 1991



(1) Unknown (Turner and Loma)  
 (2) Unknown (1400 S.W. W. Turner)

# LEGEND

- Stop Sign
- Cross Walk
- IP Pedestrian Crossing Sign
- Res. Residential
- Com. Commercial
- NO Parking
- Double Yellow Lane Line
- Dashed White Lane Line
- Solid White Lane Line

REV.	REVISION	DATE	BY	S.S.	SCALE	1" = 50'
1						
2						
3						
4						
5						



TURNER ROAD  
 MILLS - LAUREL  
 COLLISION DIAGRAM

DATE	
BY	
CHECKED	
APPROVED	

LOCATION: TURNER RD LAUREL - Mills YEAR(S): 1987 - 9-10-90

No.	DATE	TIME	DAMAGE	INJURED	APPARENT CAUSE (A)
1	3-16-87	1740	MIN-MIN	0	UNSAFE SPEED INATTENTION
2	4-9-87	2018	MOD-MOD	1	UNSAFE SPEED INATTENTION
3	4-19-87	1200	MIN-MIN	1	UNSAFE SPEED FAILURE TO SIGNAL WHEN CHANGING LANES
4	7-9-87	1710	MAD-MAD	0	UNSAFE SPEED DEFECTIVE BRAKES
5	8-6-87	1553	MOD-MOD	2	UNSAFE SPEED
6	2-2-88	1415	MAD-MAD	1	UNSAFE SPEED
7	2-13-88	1715	MIN-NON	0	UNSAFE TURN NON-COLLISION
8	4-14-88	803	MIN-MIN	0	UNSAFE SPEED
9	6-5-88	140	MAD-MAD	1	UNSAFE SPEED
10	6-5-88	242	MIN-MIN	0	DUI
11	7-4-88	1350	MOD-MIN	0	H&R UNSAFE START
12	7-7-88	1930		1	TIRE FELL OFF OF BIKE
13	7-10-89	713	MAD-MIN	0	VISION OBSCURED BY SUN
14	8-7-89	1941	MOD	1	DUI UNSAFE SPEED
15	10-11-89	1525	NON-MIN	1	FAILURE TO YIELD
16	1-30-90	1709	MIN-MIN	0	H&R UNSAFE SPEED
17	2-23-90	1054	MOD-MIN	0	UNSAFE BACKING FAILURE TO YIELD
18	3-28-90	1427	MOD-MIN	0	FAILURE TO YIELD INATTENTION
19	4-22-90	1456	MIN-MOD	1	UNSAFE START
20	5-13-90	1354	NON-MIN	1	FAILURE TO YIELD
21	5-22-90	1119	MAD-TOT	0	UNSAFE SPEED
22	6-2-90	1615	MIN-MIN	0	UNKNOWN
23	6-4-90	1638	MIN-MOD	2	FAILURE TO YIELD RIGHT OF WAY
24	6-4-90	1625	MIN-MIN	0	UNKNOWN
25	6-19-90	1402	MIN-MIN-NON	1	UNSAFE SPEED
26	7-4-90	1731	MAD-MAD-MAD	2	UNSAFE SPEED INATTENTION
27	7-4-90	2128	UNK-MIN	0	H&R UNSAFE BACKING
28	7-31-90	2200	MOD-MOD	0	H&R
29	8-26-90	1326	MIN-MIN	0	H&R UNSAFE SPEED
30	9-2-90	1612	MIN	1	FAILURE TO YIELD INATTENTION
31	9-6-90	1646	MAD-MIN	2	UNSAFE SPEED UEN STOPPED FOR PED

DATE: 9-14-90

### **Flashing Yellow Beacons 10-05**

#### **10-05.1 Function of Flashing Yellow Beacons**

Flashing yellow beacons may be installed to supplement standard school signing and markings for the purpose of providing advance warning during specified times of operation when school crossing problems exist (See Figure 10-6).

If school authorities are to operate the flashing yellow beacon, an interagency agreement should be executed to assure designation of a responsible adult to operate the beacon controls, to provide accessibility for necessary equipment maintenance and to fulfill legal liability requirements.

#### **10-05.2 Warrants for Flashing Yellow Beacons**

A flashing yellow beacon may be warranted when all of the following conditions are fulfilled:

1. The uncontrolled school crossing is on the "Suggested Route to School"; and

2. At least 40 school pedestrians use the crossing during each of any two hours (not necessarily consecutive) of a normal school day; and
3. The crossing is at least 600 feet from the nearest alternate crossing controlled by traffic signals, stop signs or crossing guards; and
4. The vehicular volume through the crossing exceeds 200 vehicles per hour in urban areas or 140 vehicles per hour in rural areas during the same hours the students are going to and from school for any purpose; and
5. The critical approach speed (85 percentile) exceeds 35 mph or the approach visibility is less than the stopping distance.



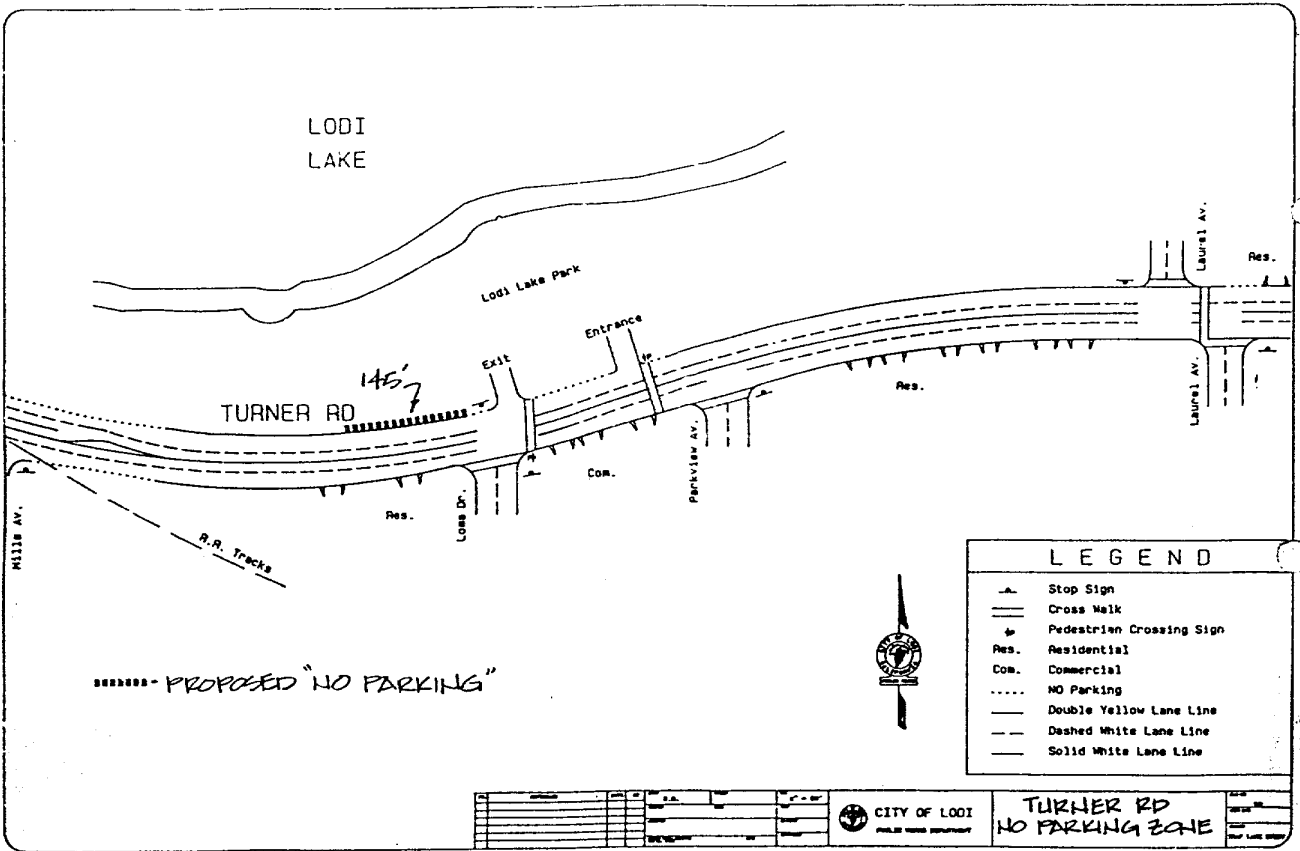
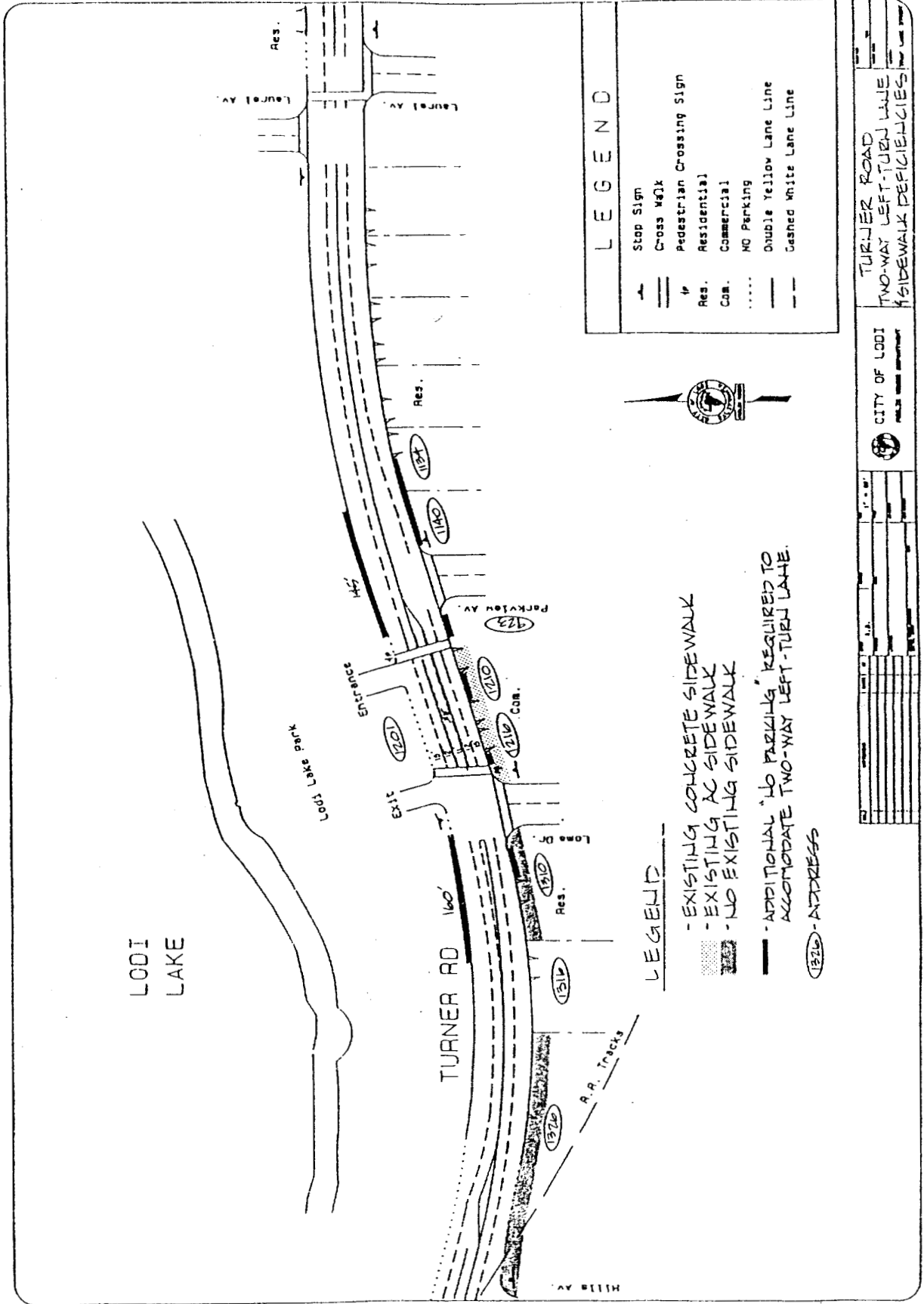


Exhibit C



CITY COUNCIL

DAVID M. HINCHMAN, Mayor  
JAMES W. PINKERTON, Jr.  
Mayor Pro Tempore  
PHILLIP A. PENNINO  
JACK A. SIEGLOCK  
JOHN R. (Randy) SNIDER

# CITY OF LODI

CITY HALL, 221 WEST PINE STREET  
P.O. BOX 3006  
LODI, CALIFORNIA 95241-1910  
(209) 334-5634  
FAX (209) 333-6795

February 27, 1991

THOMAS A. PETERSON  
City Manager

ALICE M. REIMCHE  
City Clerk

BOB McNATT  
City Attorney

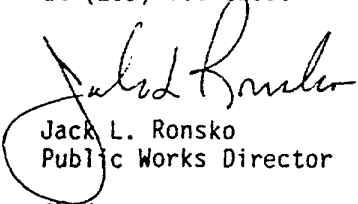
SUBJECT: Turner Road - Lodi Lake Park Traffic Study

Dear Property Owner/Resident:

Enclosed is a copy of background information on an item that will be discussed at the City Council meeting on Wednesday, March 6, 1991, at 7:30 p.m. The meeting will be held in the City Council Chamber, Carnegie Forum, 305 West Pine Street. You are welcome to attend.

If you wish to communicate with the City Council, please contact Alice Reimche, City Clerk, at (209) 333-6702.

If you have any questions about the item, please call Richard Prima or me at (209) 333-6706.



Jack L. Ronsko  
Public Works Director

JLR/mt

Enclosure

cc: City Clerk ✓

LTURNER3/TXTW.02M

RESOLUTION NO. 91- 43  
=====

A RESOLUTION OF THE LODI CITY COUNCIL  
APPROVING EXTENDING THE "NO PARKING" ZONE ON THE NORTH SIDE OF  
TURNER ROAD WEST OF THE LODI LAKE EXIT  
=====

BE IT RESOLVED, that the Lodi City Council does hereby approve the extension of "No Parking" on the north side of Turner Road, West of the Lodi Lake exit, as shown on Exhibit A attached hereto; and

BE IT FURTHER RESOLVED, that staff is hereby directed to proceed with a speed-zone study in the subject area; and

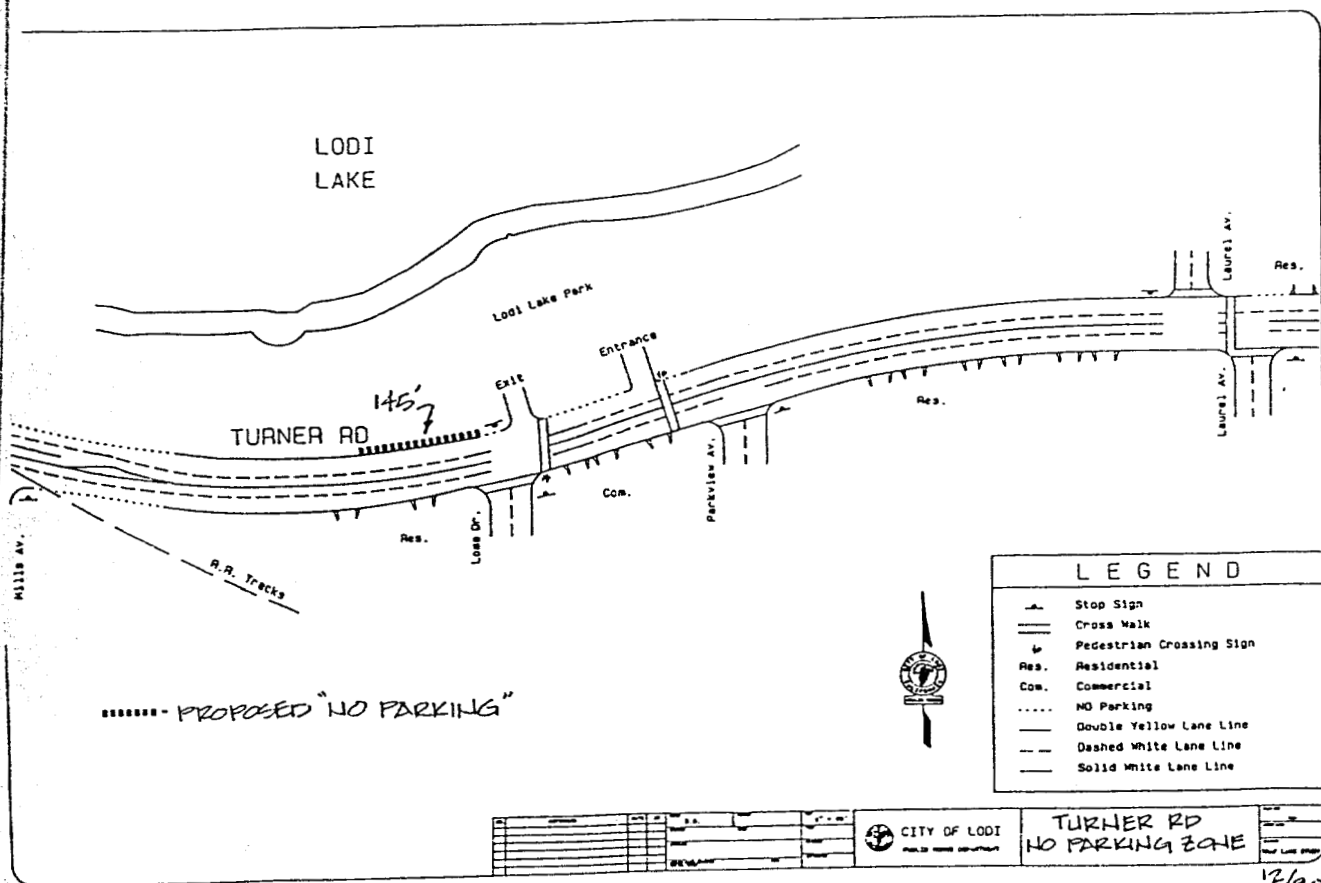
FURTHER RESOLVED, staff is directed to proceed with plans for the installation of a flashing beacon in the subject area.  
=====

Dated: March 6, 1991

I hereby certify that Resolution No. 91- 43 was passed and adopted by the City Council of the City of Lodi in a regular meeting held March 6, 1991 by the following vote:

Ayes: Council Members - Pennino, Pinkerton, Sieglock, Snider  
and Hinchman (Mayor)  
Noes: Council Members - None  
Absent: Council Members - None

*Alice M. Reimche*  
Alice M. Reimche  
City Clerk



LEGEND	
	Stop Sign
	Cross Walk
	Pedestrian Crossing Sign
Res.	Residential
Com.	Commercial
.....	NO Parking
==	Double Yellow Lane Line
- - -	Dashed White Lane Line
---	Solid White Lane Line

CITY OF LODI				TURNER RD NO PARKING ZONE	

Exhibit A

12/90